

Message Text

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FM SECSTATE WASHDC

TO USMISSION GENEVA

C O N F I D E N T I A L STATE 209262

FOLLOWING SENT ISLAMABAD OCT 23 REPEATED TO YOU. QUOTE:

C O N F I D E N T I A L STATE 209262

E.O. 11652: GDS

TAGS: SNAR, PK

SUBJECT: NARCOTICS: PHASED BAN ON POPPY PRODUCTION

REF: ISLAMABAD 9120

1. PAKISTANI UNWILLINGNESS TO GO ALONG WITH IMMEDIATE BAN IN SETTLED AREAS THIS YEAR DISAPPOINTING BUT NOT UNEXPECTED. FROM ENFORCEMENT STANDPOINT PARTIAL BAN UNFORTUNATELY WILL BE MORE DIFFICULT TO "MAKE GOOD ON" THAN ALL-OUT BAN. ONLY GOP, HOWEVER, CAN JUDGE WHAT IS POLITICALLY ACCEPTABLE IN NWFP, AND PAK OFFICIALS HAVE CONSISTENTLY MAINTAINED PHASED PROGRAM NECESSARY.

2. WHAT WE FIND DISTURBING ABOUT PAK POSITION IS IMPRECISION REGARDING SCHEDULE FOR MOVING TO TOTAL BAN IN SETTLED AREAS. USG CANNOT COMMIT FUNDS TO POPPY ERADICATION PROGRAM WITHOUT SPECIFIC, AGREED CUT-OFF DATE. NECESSITY FOR THREE-STAGE, GRADUAL PROGRAM TO ACCOMMODATE UNIQUE POLITICAL SITUATION IN SETTLED, MERGED AND TRIBAL AREAS DIFFICULT ENOUGH AS IT IS TO EXPLAIN TO THOSE IN THIS COUNTRY WHO ARE CONCERNED WITH INTERNATIONAL NARCOTICS
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TRAFFICKING, ESPECIALLY CONGRESS. INITIAL PAKISTANI

UNDERTAKING FOR FIRST-STAGE, SETTLED AREA ERADICATION EFFORT MUST BE DEFINITIVE AND BELIEVABLE. IT IS, OF COURSE, IN GOP INTEREST TO ASSURE THAT THIS IS SO. USG CAN ASSOCIATE ITSELF WITH NOTHING LESS.

3. USG MINIMUM OBJECTIVE IN CURRENT NEGOTIATIONS IS AGREED SCHEDULE FOR IMPOSING TOTAL BAN IN SETTLED AREAS. WE THINK THE FOLLOWING IS REASONABLE AND ACHIEVABLE: CURTAILMENT OF LICIT PRODUCTION BY 50 (AS ORAKZAI PROPOSES) THIS YEAR ALONG WITH UNDERTAKING TO STOP ILLICIT PRODUCTION, THEN MOVING TO ENFORCEMENT OF A TOTAL BAN ON REMAINING LICIT PRODUCTION IN 1974-75 CROP YEAR. TO BE USEFUL TO US DOMESTICALLY AND INTERNATIONALLY PAKS SHOULD ALSO AGREE TO PUBLIC ANNOUNCEMENT OF THIS SCHEDULE. BOTH BILATERAL AGREEMENT AND PUBLIC ANNOUNCEMENT SHOULD SPECIFY THAT THIS INITIATIVE IN SETTLED AREAS IS FIRST STAGE OF GOP UNDERTAKING TO ELIMINATE ALL POPPY PRODUCTION PROGRESSIVELY IN MERGED AND TRIBAL AREAS AS SOON AS POSSIBLE.

4. WE WISH TO EMPHASIZE OUR ASSESSMENT THAT KEY CONSIDERATION IN PRESENT NEGOTIATIONS IS NOT THE COST TO GOP OF IMPOSING POPPY BAN, WHICH IS AFTER ALL HIGHLY FLEXIBLE AND MANIPULABLE. ANY USG CONTRIBUTION FROM NARCOTICS CONTROL FUNDS TO UPLIFT PROJECTS IN SETTLED AREAS WILL ONLY BE SMALL PART OF LONG-RANGE DEVELOPMENT EFFORT WHICH GOP WILL WISH TO MOUNT ON FRONTIER. WHEELER MADE THIS POINT EFFECTIVELY IN LAST MEETING. ESSENTIAL CONSIDERATION ON BOTH SIDES IS POLITICAL. EFFECTIVENESS OF GOP EFFORTS IN POPPY ERADICATION WILL HAVE GREAT POTENTIAL FOR EITHER WEAKENING OR STRENGTHENING OVERALL BILATERAL RELATIONSHIP. IN THIS REGARD, PROGRAM OUTLINED ABOVE AS OPPOSED TO INDEFINITE PROMISE LOOMS HERE AS CRITICAL TO CONGRESSIONAL AND THIRD COUNTRY PERCEPTION OF URGENCY WITH WHICH GOP AND USG ATTACKING PROBLEM. IF MISSION RUNS INTO RESISTANCE ON THIS POINT AT JAFAREY/ORAKZAI LEVEL, WE SUGGEST MISSION MAY WISHTO RAISE ISSUE AT POLITICAL LEVEL.

5. IF GOP CAN AGREE TO MINIMUM OBJECTIVES SET OUT ABOVE,
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WE HAVE IN MIND USG CONTRIBUTION FROM NARCOTICS CONTROL FUNDS OF APPROXIMATELY \$2 MILLION RELATED TO TOTAL PHASE-OUT OF SETTLED AREA PRODUCTION. (WE WISH TO REPEAT THIS WOULD BE IN LIEU OF, NOT ADDITIVE TO, PREVIOUSLY-DISCUSS-ED RURAL UPLIFT PROJECTS.) AMOUNT AGREED TO IN UNDERSTANDING BETWEEN USG AND GOP WOULD BE DISBURSED AS GOP DEVELOPS APPROPRIATE PROJECTS. USG ASSISTANCE SHOULD BE OFFERED AS A SPECIFIC, CLOSED-END FIGURE TO COVER ENTIRE

PHASE-OUT PERIOD IN SETTLED AREAS. ADVANTAGE OF THIS IS THAT BOTH PARTIES WILL HAVE CLEAR UNDERSTANDING OF USG CONTRIBUTION AS PROGRAM BEGINS.

6. GEOGRAPHICAL CONCENTRATION OF CURTAILED LICENSED PRODUCTION THIS YEAR AS PROPOSED BY ORAKZAI AND JAFAREY MAKES PHASED PROGRAM MORE PALATABLE. YOU SHOULD PURSUE THIS QUESTION FURTHER AS WELL AS THAT OF REDUCING LICENSED ACREAGE SO AS TO PRODUCE NO MORE THAN SEVEN TON ANNUAL REQUIREMENT. MEANS WITH WHICH LICENSING CUT-BACK IS IMPLEMENTED WILL HELP DETERMINE EFFECTIVENESS OF ENFORCEMENT EFFORT AND AFFECT OUR CAPACITY INFORMALLY TO DETERMINE EXTENT TO WHICH GOP LIVING UP TO AGREEMENT TO REDUCE PRODUCTION. WE WOULD WELCOME MORE SPECIFIC INFORMATION ON THIS POINT AS WELL AS ON GOP PLANS TO ASSURE COLLECTION OF TOTAL LICENSED PRODUCTION.

7. PUZZLED BY ORAKZAI/JAFAREY PROPOSAL THAT "SIMULTANEOUSLY LICENSING WILL BE INTRODUCED INTO MERGED AREAS". WHAT WOULD BE ADVANTAGE OF SUCH A MOVE? HOW MUCH PRODUCTION WOULD BE LICENSED? WOULD THIS BE IN EXCESS OF ANNUAL NEEDS? WE VIEW THIS AS STEP BACKWARDS, INTRODUCING UNENFORCEABLE LEGAL SYSTEM WHICH WILL PROVIDE COVER TO LARGER ILLEGAL ACTIVITIES. WOULD IT NOT COMPLICATE FUTURE EFFORTS TO EXTEND AND ENFORCE POPPY ERADICATION PROGRAM INTO MERGED AREAS?

8. THIS PROGRAM SUBJECT TO NORMAL AUDIT PROCEDURES. KISSINGER UNQTE KISSINGER

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